



Ontario

Ministry of  
Community and  
Social Services

# Pathways to Social Planning

Working Paper July, 1975



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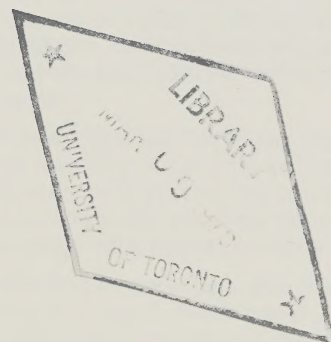


# Why a Working Paper?

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Publications





## I. Why a Working Paper?

The Government of Ontario and the Ministry of Community and Social Services strongly believe that social planning can be effective only if it is carried out at the community level and eventually forms part of the mosaic of our overall Provincial social policy. Since the needs of communities vary from one to another, so it is apparent that the means and ways of social planning should vary. It is for us all to consider how we would like to participate in a partnership of social planning at the local level.

In some ways the need for effective social planning has been with us for a long time, but never with such urgency as now. The rapid pace of population growth; of increase in residential density; of advances in knowledge, science, and technology; and of change in the social lives of people exceed that of any era in the past. Within one generation, not only has our standard of living greatly multiplied, but also people have come to expect and rely on far more social benefits than any previous generation could have imagined. What was impossible yesterday is today taken

for granted. The continuing creation of new opportunities allows us to keep rethinking what we can do with our lives and with the society in which we live. Change has become our way of life. And there appears to be no indication that the pace of change will become less rapid in the near future than it has been in the past few decades. The need to plan for our social well-being and to organize ourselves towards that end are, therefore, of the utmost importance and urgency.

The changes which have accompanied the growth of the Province have had a significant impact on social planning. Confusion over roles, concern over adequate resource support, lack of communication and involvement are but a few of the problems which have resulted from the pressures of change and severely limited social planning effectiveness.

In order to achieve a Provincial perspective on the situation and to move towards rational planning, the Government of Ontario and, in particular, the Ministry of Community and Social Services decided to study the whole area of social planning and to present to the people of Ontario some thoughts and suggestions for consideration.

The medium of a Working Paper was chosen to accomplish this purpose because such a Paper is intended to serve as a discussion forum from which Government guidelines or policies may eventually emerge. It is suggested that this Paper is unique because during the course of its preparation, the views and opinions of a wide cross section of individuals, organizations, and local authorities were solicited. Nevertheless the Paper remains a discussion document.

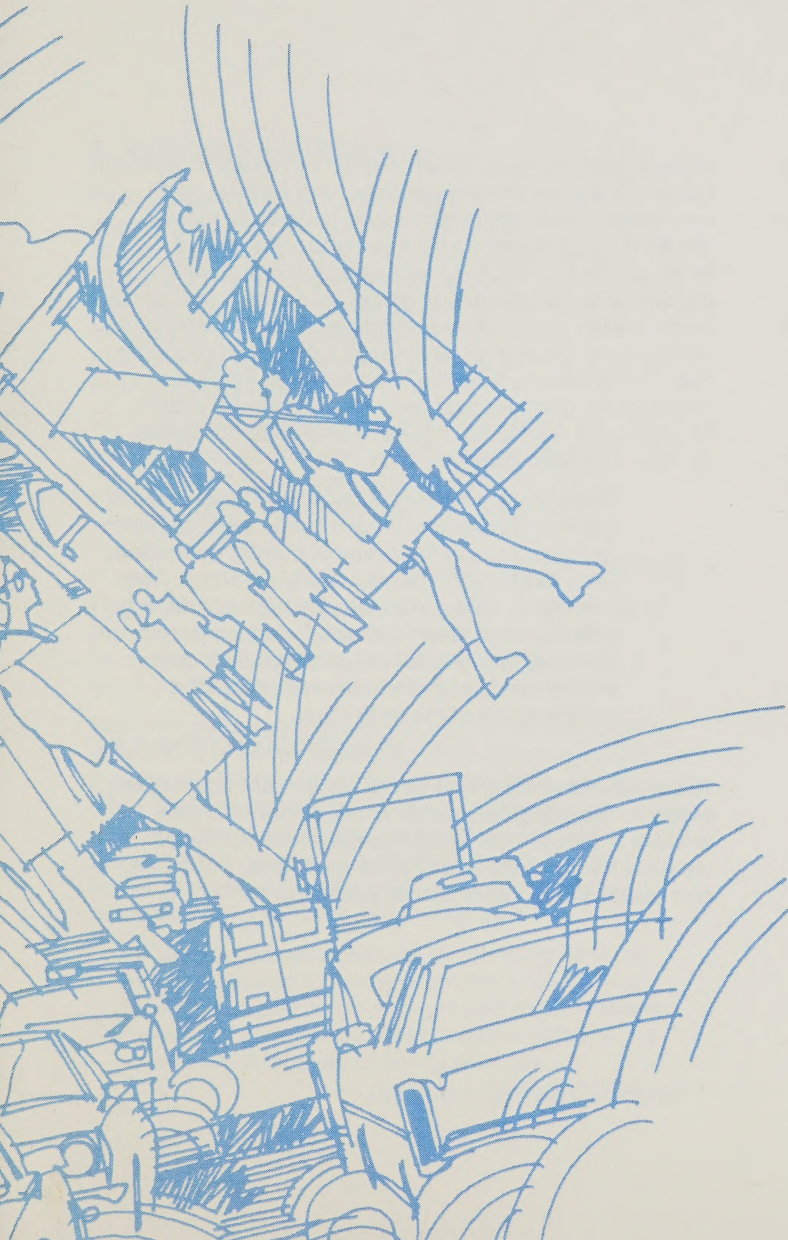
It is impossible within the space available to detail the rich diversity of opinions we received from across the Province over the last few months. We have, however, attempted to reflect the tenor and preserve the integrity of the major concerns identified.

This Working Paper is intended to advance the state of social planning in the Province. We hope that out of the dialogue stimulated by this Paper's content will emerge the future course of social planning in Ontario.





# Problems, Concerns, and Issues





## II. Problems, Concerns, and Issues

In the course of preparing this Paper, we conducted over 1,000 interviews throughout the Province and many briefs were submitted to us. We identified almost as many problems, concerns, and issues as there were interviews and briefs. While the comments we received had differences in emphasis, almost all expressed enthusiasm for the principle of participation and showed that people wished to work creatively and responsibly together. Criticism concerning the current social planning process was heavy. It was directed not only at local government authorities and the Provincial Government, but also at the private sector. It was encouraging, though, that most of this criticism was constructive.

Major dilemmas surround the definition of social planning and, consequently, the scope of social planning functions.

One could well argue from the outset that the entire Provincial Government directs its attention towards social planning and social policy. The Cabinet Committee on Social Development consists of the

Ministries of Community and Social Services, Education, Health, Colleges and Universities, and Culture and Recreation. The programmes and policies of these Ministries significantly affect every individual and family in the Province. As well, with the fading of the old distinctions between physical, economic, and social planning, the many other Ministries of the Government must be recognized for their impact on social planning. Such Ministries as Housing, Correctional Services, Treasury, Economics and Inter-Governmental Affairs, Environment, and Labour greatly influence our social environment and quality of life.

*Community planning is an open process which continually reviews a community's social policy and concerns in the areas of health, education, justice/ corrections, and social services. This process . . . allows for the effective interfacing with physical, environmental, and economic planning, needed for the attainment of community goals and the enhancement of the quality of life of the individual.*

*(Kingston District Comment)*

At the other extreme, one could confine social planning solely to the integration and co-ordination of social welfare programmes. From this matrix of confusion we will attempt to isolate the key problems, concerns, and issues surrounding social planning.



## 1. Defining Social Planning

There seems to be no one definition of social planning on which a majority can agree. This lack of agreement dates back to the very beginning of social planning efforts, not long after the turn of the century. The resulting uncertainty about the scope of social planning presents a serious dilemma for all of the public and voluntary organizations involved in social planning.

*Social planning is virtually impossible to define, since it ranges from satisfying individual needs to satisfying group needs via social, economic, educational, and recreational planning.*

*(Windsor District Comment)*

Perhaps once we reach a common understanding of the meaning of social planning, there can finally be a clear definition of appropriate responsibilities for the public and private sectors.

In some places people are not interested in broader definitions of social planning. Their concern is with making sufficient social services available, accessible, and acceptable to all who need them. For example, Bancroft, as the centre of a rural and isolated area, is concerned with developing basic social services and feels that it may be by-passed because of higher level developments.

*Most . . . assume that social planning consists of an attempt to plot a course of action which will co-ordinate the persons and organizations already in the social field to better achieve the overall objectives of social services.*

*(Northern Ontario Comment)*

Elsewhere, people may prefer less selective views of social planning and see it as something related more universally to social goals. From this point of view, social planning goes beyond social services to include other programmes and policies which affect the social well-being of the people. From the broadest perspective, social planning is seen as concerned with all social aspects and consequences and even with society as a whole.

As an example under the influence of incipient industrial development, the residents of Cobourg and Northumberland County are caught up in the need for planning public utilities, housing, and green belts, and are taking the wider view of planning (a combination of physical and social concerns). Some of the issues include saving trees, reducing pollution, supporting zoning controls, and preserving historic buildings.

Between the extremes of narrow concentration on specific social services and of broad concern with the implications of social goals, there is a continuum with a number of middle steps. Each step along the continuum represents a variation in defining social planning.

With a recognition and understanding of this continuum, it can be argued that there should be no single definition of social planning, because social planning depends on how communities view it, what they want to do, the situation in which they find themselves, and the social needs which arise from time to time. The size, geographic location, cultural background, economic affluence, and agricultural or industrial base of communities will also have some bearing on how those communities define social planning.

*It is a given that individuals do not conceptualize social planning in definitive terms ... Rather their concepts or ideas lie at various points along a continuum. If this is true, it also implies a potential for movement in thinking ...*

*(Guelph District Comment)*

Social planning may mean one thing in Bancroft and something different in Cobourg. Two years from now Hamilton, for example, may have a changed view of what social planning means and two years after that yet another perspective.

*... Hamilton clearly represents at least four planning areas. Since each area is in a different stage of development, what may be appropriate as a planning model for one area may be completely inappropriate and unacceptable to another area at a different stage of development.*

*(Hamilton District Comment)*

## 2. The Scope of Social Planning

Those persons with whom we communicated during the preparation of this Paper levelled substantial criticism against social planning as it is currently being carried out in Ontario. Their criticisms included:

- (a) Dissatisfaction with our present focus on responding to social problems or conditions.

*Only crisis planning or issue planning occurs among the social, physical, and economic planners, but there is no ongoing planning process. To the extent that planning does occur, it tends to be reactive in nature and usually as a response to a set of circumstances.*

*(London District Comment)*

- (b) Real concern about the lack of recognition of social planning efforts by municipal governments.



- (c) Significant concern over the continued lack of co-operation between Provincial Ministries at the local level.

*Interministerial planning also comes in for criticism. Artificial distinctions between Ministries in the social services field are seen to work against joint planning between Ministries in areas where their concerns meet.*

*(Toronto District Comment)*

- (d) The establishment of programmes in local communities by senior government, without prior consultation with the communities involved and without reference to other community needs.

*It was also felt that in some cases programmes were initiated in Toronto and implemented without real consideration as to whether they met the needs or were a priority of the local community.*

*(Kenora District Comment)*

- (e) Confusion as to how individuals can find and understand the legislation and organization of government.

*The people do not know where to go for information and help which may be available to meet their needs. For example, senior citizens often fear to seek out information on the grounds that nothing comes free.*

*(Belleville District Comment)*

- (f) Concern about the lack of resources, information, skilled personnel, and finances.

If we are to deal effectively with the problems implied by these criticisms, then we must analyze the scope of social planning. That can best be explained by describing some steps along the continuum. If we recognize that the steps lying along this continuum reflect the range of differences in the purposes of social planning, we need not be prematurely concerned with who should be doing the planning.

If the goal common to the full range of social planning is "that the people of Ontario live in a state of dignity and social well-being," then the steps along the continuum can represent the different pathways by which communities can pursue their particular and immediate objectives. A community can see that it is operating at a certain step now and set for itself a series of objectives by which it may finally achieve its overall goal.

Five major steps along this continuum are:

#### **(i) Planning for specific social services**

Specific services include residential care, home care, and counselling services. They are made available selectively to groups of people (such as the aged, dependent children, retarded and handicapped persons, and disadvantaged and poor people) who have special need of personal social services.

#### **(ii) Planning for community social services**

At this step planning takes an integrated approach to all community social services operated or funded by Provincial Ministries, local governments, agencies, and voluntary organizations, solely or co-operatively.

#### **(iii) Health and community social services planning**

Many people believe that health and social services should not be planned in isolation from each other. There have been efforts to integrate or at least to develop links between health and social services where there are objectives in common.

#### **(iv) Human resources planning**

This broader planning approach includes with health and community social services, programmes in education, culture, and recreation, as well as any others with a significant social component.

#### **(v) Physical, economic, and social planning**

Planning for goals expressed in the very broad terms of quality of life requires the combination of physical, economic, and social planning. Community planning has progressively been addressing social and physical concerns in such matters as housing, outdoor recreation, cultural heritage, and land-use in general. Similarly, the planning of transportation and communications is increasingly facing both economic and social concerns. At this end of the continuum, social planning is broadest in its scope.

The choice of any step (or any variation within a step) along this continuum differs from place to place and from time to time. Just as there is no one definition of social planning which can be imposed on everyone, no uniform or arbitrary restriction can be placed on the scope of social planning.



### 3. Functions of Social Planning

No matter whether the scope of social planning is narrow or broad, at any step along the continuum there are at least four basic planning functions to be performed:

- Programme development
- Programme co-ordination
- Advocacy
- Local development

The function of programme planning is undertaken by those organizations which are responsible for implementing and funding services. The function of advocacy, according to some, should be performed only by independent organizations which do not have responsibility for the administration of programmes. However, others say that advocacy need not be separated from programme development and co-ordination. There is a similar debate about whether preventive initiatives should be separated from or integrated with responsibility for implementation. Local development is a function which may be integrated or separated from programme planning. Each function requires a more detailed examination.

#### (a) Programme development

This function includes identifying needs, designing programmes to meet those needs, and then implementing those programmes. The identification of needs gives broad scope for citizen participation.

The design of programmes can begin in an experimental way but certainly requires careful evaluation of costs and benefits. Full-scale implementation cannot take place without the involvement of those responsible for raising funds and allocating resources.

#### (b) Programme co-ordination

There is a clear expectation that a government should co-ordinate the programmes for which it is responsible. But it is not clear how far this expectation extends to programmes which are funded or cost-shared by a government. If the suggestion that funding bodies should also co-ordinate programmes is taken to its logical conclusion, then the United Way would be expected to co-ordinate programmes too. However, there are strong feelings and no apparent consensus on this issue, despite the universally recognized need for co-ordination. In the private sector, programme co-ordination is a difficult issue, one which needs considerable attention and discussion. Suggestions about partnership with the public sector offer a promising lead but have not been worked out in detail.

### **(c) Advocacy**

There is a choice as to whether or not the function of advocacy is kept separate from that of programme planning and administration. Sometimes advocacy is carried out by those involved in programme development and co-ordination. But in times of accelerated social change, it can be separated and performed by a parallel independent organization. This distinction could be phrased as working within the system or from outside the system.

A successful example of advocacy is the work of the Ontario Association for the Mentally Retarded. Over the past decade and a half, the Association has been a constant, effective advocate for the creation and improvement of services for our mentally handicapped residents. It has contributed to the development of Provincial Government policies. And on its own it has undertaken services and programmes which have contributed to the social development of all handicapped people.

An example of local community response to the pressures of rapid urbanization is the voluntary social planning council movement. Many councils have seen their principal role as the identification and documentation of social needs, problems, and issues within their communities. Similar examples are citizens' associations for neighbourhood improvement.

Advocacy can work at cross purposes. For example, a group home needed by the handicapped section of a certain population may conflict with the vested interests of a neighbourhood improvement association. However, by ensuring early identification of conflict between interests, advocacy may provide better opportunity to resolve conflict at the policy-making level. By working within a social planning forum, advocacy can lead to creative conflict and, at the same time, broaden the perspective of those who might otherwise espouse narrow self-interests.

Advocacy is a vital and important function within the fabric of social planning. But advocacy of itself, and by its very nature, is concerned with vested interests. If successful, advocacy can well lead to what has been termed the "parachuting" of programmes into a community without an overall appreciation of the priorities existing within that community.

*It is often suggested that in the company towns and small municipalities, vested interests wield considerable power to the extent of controlling social planning.*

*(Thunder Bay District Comment)*

By responding to advocacy, local and senior governments may invite the very criticism which communities level against government.



#### **(d) Local development**

Wharf's definition of local development . . .

*to identify needs and assist a local area to develop the capacity to meet those needs . . .*

inevitably brings in the question of citizen involvement. It is not enough to say that planning should involve everybody who has some interest or concern. Planning is like a nucleus without boundaries, but distinctions are needed between core and marginal involvement. There are important differences in the kind and degree of involvement, ranging from direct, vested interest to temporary concern.

Until now, politicians and professionals have tended to be those involved in the planning dialogue, while interest groups and individual citizens have lobbied. Consumers of social services state that they have been ignored, whenever they have attempted to comment upon the services provided.

*There is almost universal concern that the consumer of services and the "ordinary citizen" is left out of the planning process. Planning tends to be done by professionals who work within the human services system.*

*(London District Comment)*

It would appear that if we are to identify needs efficiently and effectively help local areas to develop the capacity to assist in meeting these needs, then a wide degree of involvement is necessary.

*A better environment for people is one in which citizens and their organizations are actively involved in the decision-making process which creates plans that shape the future of social development within communities.*

*(Peel District Comment)*

The individual is all important and can be involved in a variety of ways. Politicians usually develop policies according to the ideas and wishes of the people they represent. Ministries often have advisory committees to discuss programmes and services with those individuals involved in them.

The following authority is given to local planning boards under Section 12(1) of the Planning Act:

*Every planning board shall investigate and survey the physical, social and economic conditions in relation to the development of the planning area and may perform such other duties of a planning nature as may be referred to it by any council having jurisdiction in the planning area . . .*

As a result, many municipal planning boards now have consumers directly involved. A number of housing committees have recently been appointed by municipalities in response to a Provincial demand for local housing policies. The membership of these committees has included representatives of low income families and apartment renters.

The efficiency and effectiveness of any planning body are related to the number of individuals involved and the way in which they are involved. This involvement should range from giving and receiving information, having access to and submitting ideas, being included in the consultation stages, and, finally, having full awareness of or being a party to the decision-making process.

## 4. Mandate

Who should have the responsibility for planning? And how much authority and control over other organizations should planners be given? Questions such as these have been raised many times. Planning is a many splintered thing. And opinion is divided between concentrating planning or continuing to disperse it among public and private agencies.

The choices range from the diffuse mandate of a co-operative inter-agency council to the more specific authority of a legislated planning body. The loose inter-agency council, with its broad participation and reliance on mutual consent, may be preferred by some communities, depending on their purposes and present state of development.

Other communities (such as Sudbury, Waterloo, and Niagara) are striving for planning structures with more definite legislated authority, without losing the breadth of participation. One example of such a "legal authority" is that proposed for the District Health Councils by the Mustard Report. Others include the Community Resource Boards in British Columbia, the Community Health and Social Service Councils in Alberta, and the Social Service Councils in Quebec.

Participation based on mutual consent may be termed a "moral mandate." Agencies commit themselves informally to participate in planning. Where communities are seeking more authoritative planning, a structure with a "legal mandate" may be preferred. In the middle, between moral and legal mandates, is a third type of mandate, that of "financial incentive." Governments may exercise this kind of influence in planning through grants, cost-sharing, and purchasing service programmes. United Ways already do this to some degree through their allocations process.

While many agencies feel that they have a mandate to plan in their own service area, they do not claim a mandate for comprehensive social planning. They also feel that no other organization now has that mandate, not even government. However, for each agency to do its own planning in isolation from other organizations, private or public, is to miss the meaning of planning completely. The reluctance to assign mandates for overall planning may arise from the fear that such a mandate would permit total control, a power contrary to our way of life.

There has always been the question of where to locate the planning function within the network of voluntary and government agencies. As united fund-raising developed, it was accompanied by the expectation that planning would be a part of it. The feeling is still strong that there is an obligation to estimate future requirements and set priorities for the distribution of charitable funds. The creation of separate organizations for social planning, however, may divert attention from other organized planning, which is not so conspicuously labelled. The programme planning efforts of direct service organizations should be recognized, as well as the advocacy and local development work of consumer and neighbourhood groups. There may be a tendency to expect too much of social planning councils, who lack the mandate to implement their proposals.

Although mandate has an important association with structure, it should not become the main pre-occupation of people who are interested in social planning. The purpose and scope of whatever social planning is to be undertaken may determine the kind of authority which will be needed. The issue of mandate is premature before there is a full realization of the approach that social planning will take within a community. When that approach has been decided, the question of mandate will have to be faced.



## 5. Jurisdictional Boundaries

With the tremendous growth in urbanization since World War II, the problem of boundaries for social planning groups (including social planning councils) has arisen. Most service agencies have their boundaries defined geographically. However, many have different boundaries. Most physical planning is done within economic boundaries, which do not necessarily coincide with other boundaries. The district boundaries of the Ministry of Community and Social Services differ from those proposed for health services in the Mustard Report. Individuals tend to live along cultural and service boundaries. And much of our data is collected demographically. Statistics Canada information is compiled by census tracts, which tend to coincide with electoral boundaries and, to a certain degree with our Provincial riding boundaries. It is interesting, however, that the Statistics Canada boundaries are not the same as those of the majority of Federal Government departments.

It can be argued that the establishment of social planning boundaries is not a major task, given co-operation among all concerned. Nevertheless, an essential support of social planning is the availability of data and social statistics. Therefore, consistent boundaries would be a significant advantage.

The establishment of social planning boundaries need not preclude the establishment of Provincial associations concerned with a specific social service programme (e.g., the Ontario Association for the Mentally Retarded, the Ontario Association of Children's Aid Societies).

*For ongoing purposes, individual planning "units" would function internally, serving the specific planning needs of their constituents. These constituents would be members of either a small, well-defined geographic unit (a geographical community) or a functional "constituency of interest" (e.g., education, health, physical planning). Depending on the issue or problem, these individual units would "converge" (i.e., meet together) to seek appropriate resolution.*

*(Kingston District Comment)*

## 6. Resources and Support for Social Planning

Resources have been spoken of in two ways during the course of these explorations: resource support for social programmes in Ontario and resource support for social planning itself. Since we are focussing only on social planning at this time, we will not examine resource support for social programmes.

The interviews and briefs we received spoke almost unanimously of the problem of supporting social planning at the community level. The brief received from the Committee of Social Planning Councils of the Ontario Welfare Council included this comment:

*If the Ministry is sincere in wishing to act as a catalyst for social planning at the local level, it must provide resources to voluntary groups that will enable them to participate meaningfully in the planning process with Ministry staff. (p. 17)*

Planning is a time-consuming and costly process. It involves defining an issue, gathering relevant information and opinions, developing alternatives for action, choosing and implementing the preferred alternatives, and providing for feedback and evaluation. Such a process requires staff, funds, and other support. Most discussion revolves around information, research, and funding, though people are really the main resource.

### (a) Information

Social planning does not now have the kind of information necessary to achieve its goals and objectives. Improving the base of knowledge for social planning involves conscious experimentation with services and their evaluation.

Every user of information is calling for faster and more reliable data. Users in municipal and regional governments are building comprehensive planning capacities, which are relying on systematic data analysis. Universities use extensive historical data to study economic and social behaviour. Finally, the broadening of policy concerns everywhere is resulting in the creation of many new programmes, which, so far, are producing only a general demand for data and are unable to identify their needs for statistics.

Critics point out, however, that there is little evidence of co-operation between the private and public sectors in developing a social statistics data bank.

*There is a definite need for a Provincial-wide data collection and retrieval system. Such a data base could provide information about how various problems have been handled in other communities before a community designed a solution to one of its problems.*

*(Barrie District Comment)*

Few data systems, if any, have been constructed explicitly as social planning tools. Almost all have been designed to assist programme administration, and to produce cost and caseload information.

Unfortunately, these administrative needs have usually taken precedence over research, evaluation, treatment, and planning needs. As a result, the number of systems established for purely administrative purposes vastly outnumbers those established for other types of needs. People involved in research, evaluation, and planning are, therefore, generally forced to rely on data from administrative records. Such data are rarely adequate for their requirements and are technically difficult to use because the information is incompatible and not identified or categorized in uniform ways (e.g., by social insurance number, location, or age groups). These incompatibilities hinder and often prevent consolidation of data from administrative records. While social planners suffer from a shortage of reliable statistical data, the volume of relevant data being produced in all sectors is growing with the use of computers. However, access to this data may be difficult because:

- (i) The producing agency may consider the data confidential (e.g., records containing names and addresses).
- (ii) Serious incompatibilities between programming languages and the words used to describe categories inhibit the free and effective flow of data.

The data-collecting systems of most agencies are incompatible and frequently yield little to assist research and the measurement and evaluation of service programmes. There is little sharing of information for a variety of reasons.

An important source of information on programmes is functional budgeting, a system which indicates expenditures in terms of an organization's purposes (e.g., adoption). The Community Funds and Councils of Canada (now the United Way of Canada) initiated studies and demonstration projects in functional budgeting some 10 years ago, but not all private agencies have chosen to follow the recommendation that functional budgeting be undertaken.

It is currently impossible to do more than "guess-timate" the total amounts of monies being spent in the Province by the private and public sectors on any particular type of service or programme to any particular group of clients. This statement, if no other, justifies the further implementation of functional budgeting.



## **(b) Research**

Research support for social planning received considerable criticism and comment during our studies. Research tends to be a generic term and is identified in many people's minds with information and knowledge. However, in this Paper we are identifying research as systematic and reliable fact-finding, with results which can be verified and communicated. In this context, research is one of the vital supports of planned social change.

Behind the prevailing interest in co-ordinating research being conducted by the private and the public sectors are four major concerns:

- (i) How can a planning group find out what data and social statistics are available?
- (ii) How does a planning group find out about what research has already been done?
- (iii) How can a planning group set priorities for the research which it wants done and influence the selections of research funding bodies?
- (iv) How can a planning group locate the individuals or organizations most capable of conducting the research it needs?

These concerns arise from the recognition of unwitting and unrewarding duplication in research. The hidden costs include the failure to learn from mistakes made in the past when carrying out similar research, as well as the failure to produce valid and reliable knowledge because of low quality design and inadequate sample size. The proliferation of low-grade studies makes it even more difficult to know what to classify as "research."

Within these concerns, six general problems can be identified:

- (i) Social data and statistics are in great demand, but their use is restricted by lack of access, fragmentation and discontinuity.

*Although the academic community conducts numerous surveys and studies in relation to local communities, access of the communities to these reports is virtually non-existent.*

*(Guelph District Comment)*

Even when statistics are available they are usually in systems which are not compatible and, therefore, incapable of aggregation and interpretation.

*Some of the universities undertake studies, but they are usually not linked with community groups, institutions, or agencies, and therefore the results are not widely known. Often, if the results are distributed, the form in which they are presented is incomprehensible to the layman.*

*(Ottawa District Comment)*

- (ii) The automated systems for searching the literature on research are not well-known and, therefore, under-used.
- (iii) Advice and consultation on research appear most remote from those who need it most.
- (iv) Setting priorities for research relevant to social planning has received little, if any, attention.
- (v) There is a disparity in the influence of different sectors of the Province in the selection and design of research.
- (vi) With the exception possibly of outdoor recreation, there is no inventory of the capacities of experts and institutions for doing research.

Those involved in social planning research complain that social planning presently receives little research support because of the small scale of funding of social research in general. Critics argue that target levels of expenditure on research and development are common practice in industry. Since they say research is necessary to sustain good social planning, it may be useful to set a target for research expenditures in this area as well. The Mustard Report adopted this stance in relation to health research.

It must also be recognized that there is a deliberate and increasing emphasis being placed on the conduct of evaluative research by the programme branches of various Provincial Ministries. The resulting expenditures and efforts are not reflected in the budget of a Ministry's "Research" Branch.

Five kinds of applied research activities contributing to planning can be identified:

- (i) There is a great demand for analyses of existing census and survey data and programme records.
- (ii) Research literature must be thoroughly searched to maintain our store of knowledge from past experience. The proliferation of published materials, often referred to as the "knowledge explosion," has altered the scale and complexity of literature searching and escalated the planning need for more immediate access to existing knowledge.
- (iii) Demonstration or action projects combine research and development. Here is where planning results in an experimental course of action and research is needed to evaluate its outcome.
- (iv) The conventional research project is of limited use in short-term planning, because of the several years often required to complete original research.
- (v) There is a general consensus that the rapidly escalating costs of social and other services being provided in the Province by all levels of government and by the private sector are a major concern to all. It is vital that we continuously evaluate existing programmes to ensure that they are needed and effective.

Without adequate research support, it is apparent that progress along these lines will be severely handicapped.

### (c) Funding

It was generally held that some government funding is irrelevant to local needs and too inflexible. Reference was frequently made to the allocation of Local Initiatives Programme (L.I.P.) or Opportunities for Youth (O.F.Y.) grants. This type of funding has impact in many areas and cannot be ignored in the local or overall planning picture.

A number of respondents emphasized that spending more money on social planning, as is currently being done, will not automatically result in better social planning. One interviewee summarized this by stating:

*Raising money before knowing what to do with it is putting the cart before the horse.*

In this connection, the Canadian Council on Social Development recently completed a study on voluntary support for private-sector, social service agencies. The question of priorities was raised at one point by asking agencies:

*What would your priorities be if your agency were to receive additional money with no conditions attached . . . say 20% over your present budget?*

It is interesting to note that of the 525 respondents who were interviewed or completed questionnaires, only five indicated that they would "conduct programme evaluation," four indicated they would "engage in social planning," and four replied that they would "develop programme co-ordination." This emphasis was in marked contrast to the response of 78 agencies who replied that they would "initiate new services not now provided by us," and the 71 who stated that they would "hire additional staff."

One community in Northern Ontario was almost totally agreed on the fact that it did have competent human resources for social planning locally. The residents thought that their difficulty lay in recruiting and mobilizing these resources. Their financial needs for social planning were judged to be minimal. They felt that they could recruit at least some of any needed money from existing financial resources of local organizations, agencies, and governments.

This type of comment, however, was in the minority. Most felt that if social planning were to be rationalized and made effective in the community, then adequate funding support was vital. According to some, the local government, through the medium of Section 12 of The Planning Act would appear to be the most appropriate channel for government support.

Although most felt that governments should provide funds for planning, some feeling was expressed that this would impose too many restrictions on freedom.

*Social planning bodies should not be so dependent on government as to become real or apparent arms of government.*

*(Kingston District Comment)*

The danger inherent in an overly paternalistic government was also cited. In some cases it was believed that excessive or inappropriate funding, such as L.I.P. and O.F.Y. grants, had actually harmed groups. Comments were made to the effect that



people resources were more important than financial aid, and that stimulation and use of these resources would create less dependency on government and enhance the sense of partnership.

It was held by some that the Government should be responsible for demonstration programmes and core funding to assist social planning bodies. On the other hand, a number of those interviewed believed that the planning and funding functions should be vested in the same body for purposes of accountability. Others held that separating the two functions was more beneficial.

Whether accountability should be to the funding source or to the community was of concern. A dominant view was that social planning itself should not be legislated, but resources should be.

*Social planning should not be legislated, but the resources made available to the communities should be legislated.*

*(Ottawa District Comment)*

These overriding issues have persisted for over half a century. They may be described as the dilemma of balancing the advantages of a totally public planning process versus planning in the private sector. The latter attempts to integrate voluntary and public social welfare and housing services. In the view of many participants in social planning under the auspices of social planning councils, the proper role for the public authority is to fund both the planning process and research through the voluntary organizations. They argue that it is better for government to entrust a group of citizen volunteers and the research consultants they may hire with the resources to investigate the present and future course of public social policies.

It should be noted, however, that although the briefs from various social planning councils inevitably addressed and recommended core funding for their councils, the majority of comments from the private sector questioned their role and performance. This may stem from the fact that most communities have not given social planning councils the overriding mandate to plan. It is at this point in time that one could start to argue that the provision of core funding for a social planning body does not automatically provide "mandate" and confer "legitimacy."

In general, the large body of opinion that was non-governmental and not associated with social planning councils preferred that the local and senior governments be involved in the social planning process by means of funding, but that these governments assume no more than junior partnership roles. This opinion appeared to be based on the concern that voluntary bodies must maintain their identity and autonomy and that in order to do so, they should avoid an over-reliance on funding from all levels of government.

*The view is also taken that the voluntary sector should provide at least some money for planning, if it is to retain autonomy and integrity . . . Such bodies are seen to lose integrity when they become captives of government funding.*

*(Toronto District Comment)*

#### **(d) People**

In the final analysis, people are the main resource of social planning. They are a resource quite different from information, research, or funding. People are the beneficiaries as well as the creators of social planning. Information, research, and funding are only means. People are the purpose of and the means to social planning. Very simply, social planning is of, by, and for the people.

There are many ways in which people can contribute to and participate in social planning. Some people prepare themselves to make professional contributions through relevant education and training in the relevant sciences and professions. In response to a growing demand, courses in human relations, urban affairs, environment, population, and other subjects related to social planning are becoming more available in the Colleges of Applied Arts and Technology and the Universities. These courses serve to prepare both professionals for employment and well-informed volunteers for service.

Summer experiences in community service projects interest and encourage many young people to follow careers related to social work and social planning or

to prepare them for volunteer work in adulthood. Such work opportunities can also do much to develop a sense of social responsibility in young people.

While professionals have an instrumental role to play, the part of the volunteer must be better understood and appreciated. It would be a mistake to assume that social planning can be left to professional planners. People who have lived in a community for a long time and people who have had relevant personal experiences have an important and special kind of knowledge to contribute.

In social planning the best known contribution of volunteers is that of advocacy. There are many volunteers who serve effectively as members of the Ontario Welfare Council, the Canadian Council on Social Development, and the local Voluntary Councils. Less obvious is the work of the many more volunteers associated with the programme development and co-ordination functions of social planning. This work is the mainstream of social planning as it exists now. It may not be getting the recognition it deserves because it is not so obviously labelled as social planning. If those volunteers who are now serving on the boards of community service agencies or are giving direct service do not recognize the potential of social planning in their work, something may need to be done to raise their level of awareness and effectiveness.

Should everything be left to paid workers? On the contrary, there is more need than ever to involve people in volunteer capacities. Giving to the betterment of a community is basic to belonging to that community. While some needs in modern living tend to separate and keep people further apart from each other, people have as much need as (or even more need than) ever to get involved with each other and undertake useful activities. In order to remain aware of social needs and to develop personally, people need more opportunities to get involved as volunteers in social affairs and community service.

If anything, participation should be broadened to involve more people from disadvantaged minorities. There have been growth/self-help groups for such persons as mothers on welfare, residents of poorly housed neighbourhoods, native peoples, new citizens, senior citizens, the handicapped, and young people. Ontario can be very proud of the dedicated volunteers who give so much of their time, quietly, and without reward or publicity.

## 7. Summary

Social planning is a dynamic and fluid process. Within this context we have examined the following key problems, concerns, and issues and the complexity of the relationships between them:

- Definitions
- Scope
- Functions
- Mandate
- Jurisdictional Boundaries
- Resources and Support

The answers to many of these problems will differ from time to time and from community to community. Rittel and Webber argue:

*As distinguished from problems in the natural sciences which are definable and separable, the problems of government planning—and especially those of social or policy planning—are ill-defined and rely on elusive political judgment for resolution. Not “solution.” Social problems are never solved. At best they are only resolved—over and over again.*

Hopefully, however, in the material that follows, we can suggest some guidelines which will assist us along various pathways to effective social planning.





# Toward a Social Planning Partnership



### III. Toward a Social Planning Partnership

Social planning can be considered a way of developing a better world. As such, progressive social planning has four basic principles which apply to the individual or to a group of people active in a community.

First, social planning facilitates communication between people who previously did not communicate with one another.

Second, social planning focuses on obtaining the most reliable and complete data available on what is needed and what can be done.

Third, social planning helps us to look ahead to the kind of life we want to achieve for ourselves and our community in the future.

Finally, social planning involves extending our perspective, looking beyond one's own sphere of activity to see what others are doing.

From these four basic principles of social planning, policy directions are developed into programmes and action.

Social planning begins when we come together around a common activity or concern, rather than operating alone or waiting for others to act. When we so come together, communication increases, attitudes broaden, and duplication of effort and cross-purpose activities decrease.

Planning rises above speculation and prejudice when it is based on facts regarding what is needed and what resources are available. Accuracy in planning has become possible with the knowledge explosion, the increase in reliable statistical information, and more sophisticated methods of research and evaluation. While possessive attitudes still result in the hoarding of some data beyond what is necessary to ensure confidentiality and privacy, this isolationist attitude will decline as social planning becomes more firmly rooted.

Thinking about the future and how to prepare for it means looking beyond next year's budget to an overall goal several years hence and charting that which needs to be achieved yearly to reach that goal. Given a new social policy direction, social planning extends our horizons, heightens our level of consciousness and knowledge, and instills greater foresight. In this way, planning is associated with social development.

When we begin to examine how we can improve our operations by seeing what others are doing of a similar nature and how we can relate to their work, we start to shed narrow parochial attitudes and actions. For example, members of the board of a home for the aged



may look beyond that home's day-to-day affairs to see how it can fit into a whole network of agencies which are serving the total needs of senior citizens. Or members of a neighbourhood improvement group may decide to study and consider the needs and preferences of other neighbourhoods. Planning is closely associated with co-ordination, because the philosophy of planning requires us to co-ordinate our efforts. The need for co-ordination among family and children's services was forcibly documented by the CELDIC Report. That need, however, extends to all fields of social endeavour.

There is a grave danger that, in dealing with pathways to social planning, we may become so overly pre-occupied with such matters as structure, organization, and mandate, that we overlook the basic principles of social planning.

An interviewee in North-Eastern Ontario stated this problem very simply.

*The current system is too complex, too divided, too discontinuous, too specialized, with too many agencies, governments, and authorities involved. It is a maze in which the client and his needs get lost.*

To deal with the scope of social planning as seen by many diverse groups and individuals, a theoretical framework is suggested against which possible planning structures can be measured.

Some steps along the continuum of social planning have been identified as follows:

- Planning for specific social services
- Planning community social services
- Health and community social services planning
- Human resources planning
- Physical, economic, and social planning

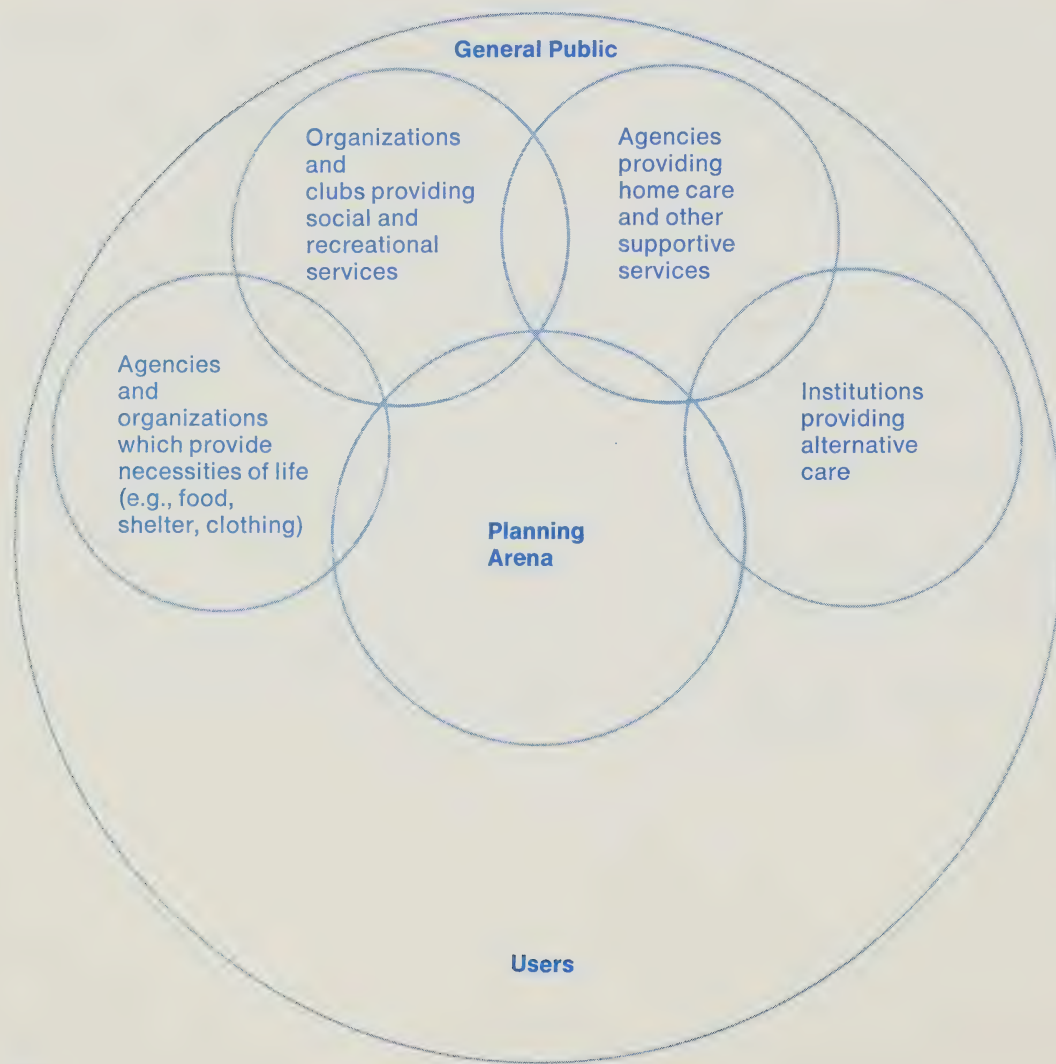
The models which are shown on Charts 1 through 5 illustrate some of the many groups which have to be involved in each step along the continuum. The models do not illustrate and, in fact, deliberately avoid structure and mandate. However, the need for communication and participation within each of the steps is demonstrated.

If all communities were alike across Ontario, if all communities wished and were ready to adopt social planning at the same step along the continuum, it would be relatively easy within the democratic process to achieve agreement on some general guidelines which could be followed to advance the social planning process.

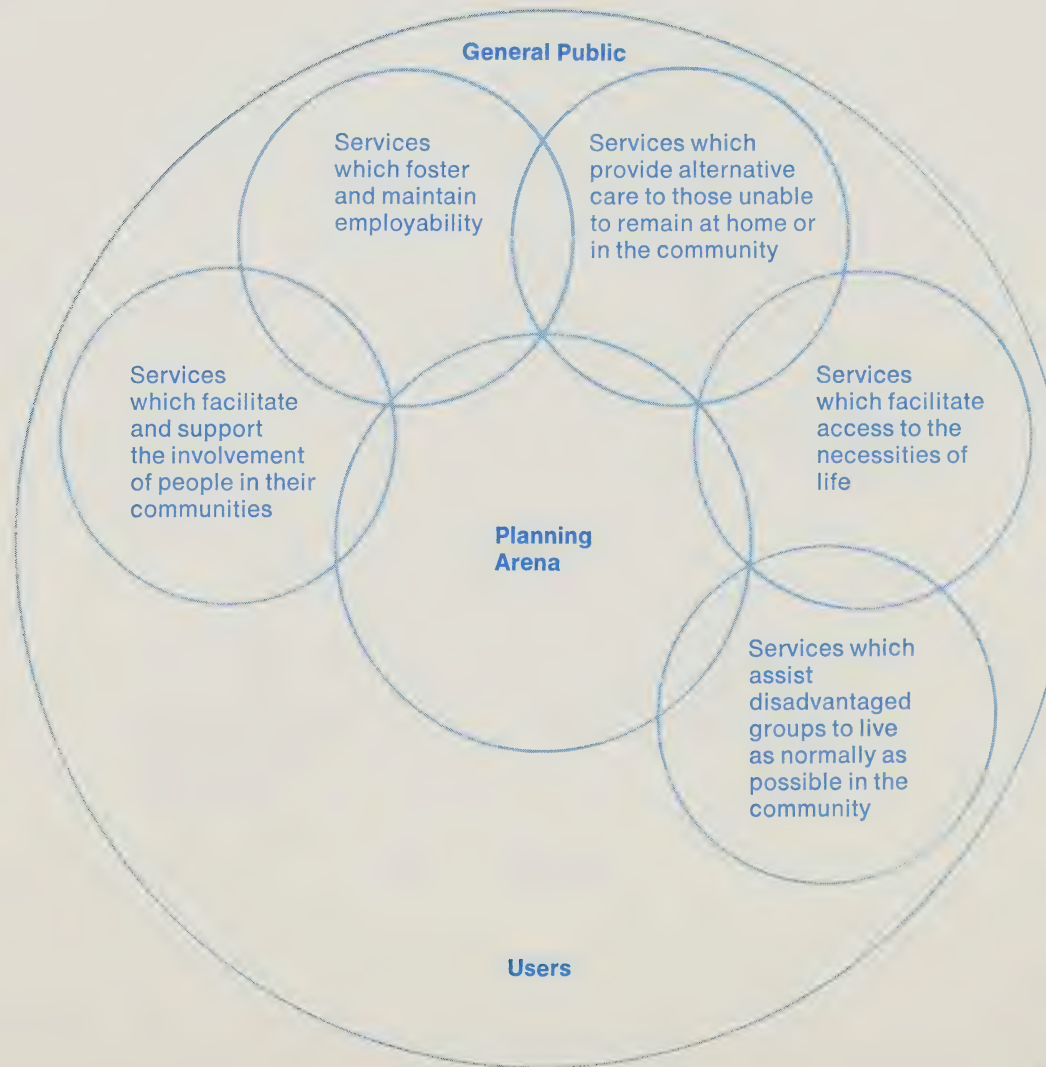
As this unanimity does not exist, it becomes necessary to examine the problems common to all social planning organizations along the continuum. These problems can be broken down under two main headings:

- (a) Organizational
- (b) Resource Support

**Chart 1: Social Planning for a Social Service  
(Senior Citizens)**

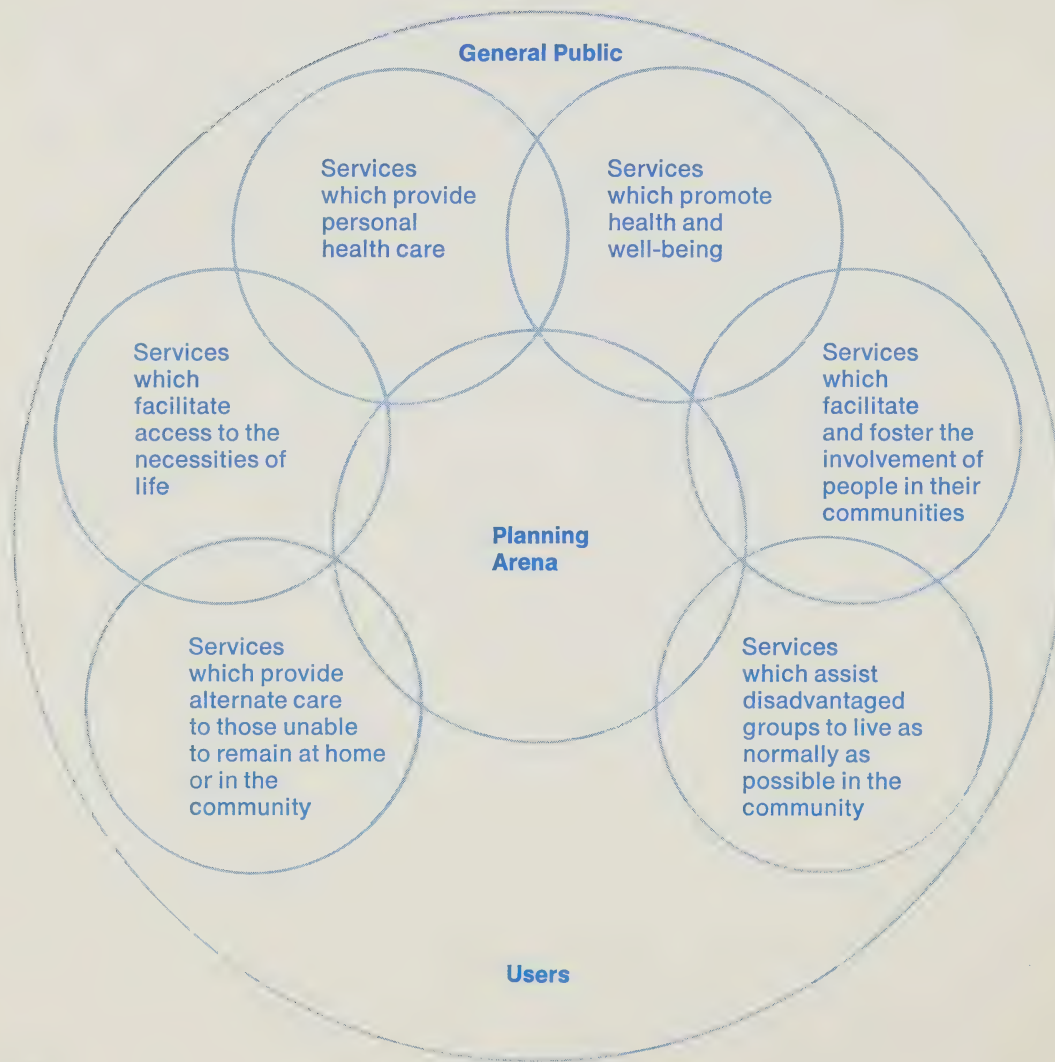


**Chart 2: Social Planning Model for Community Social Services**





**Chart 3: Social Planning for Integrated Health and Social Services**



**Chart 4: Planning for Human Resources**

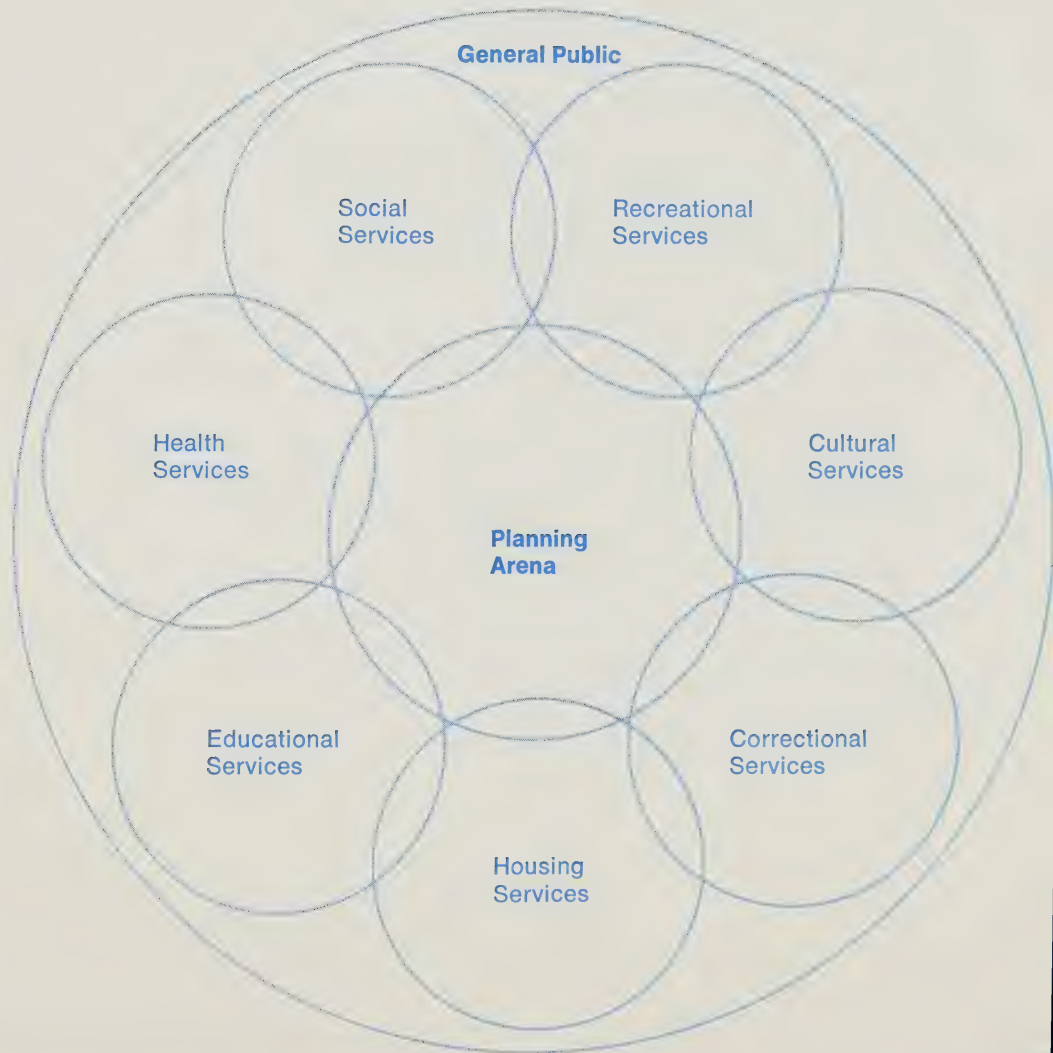
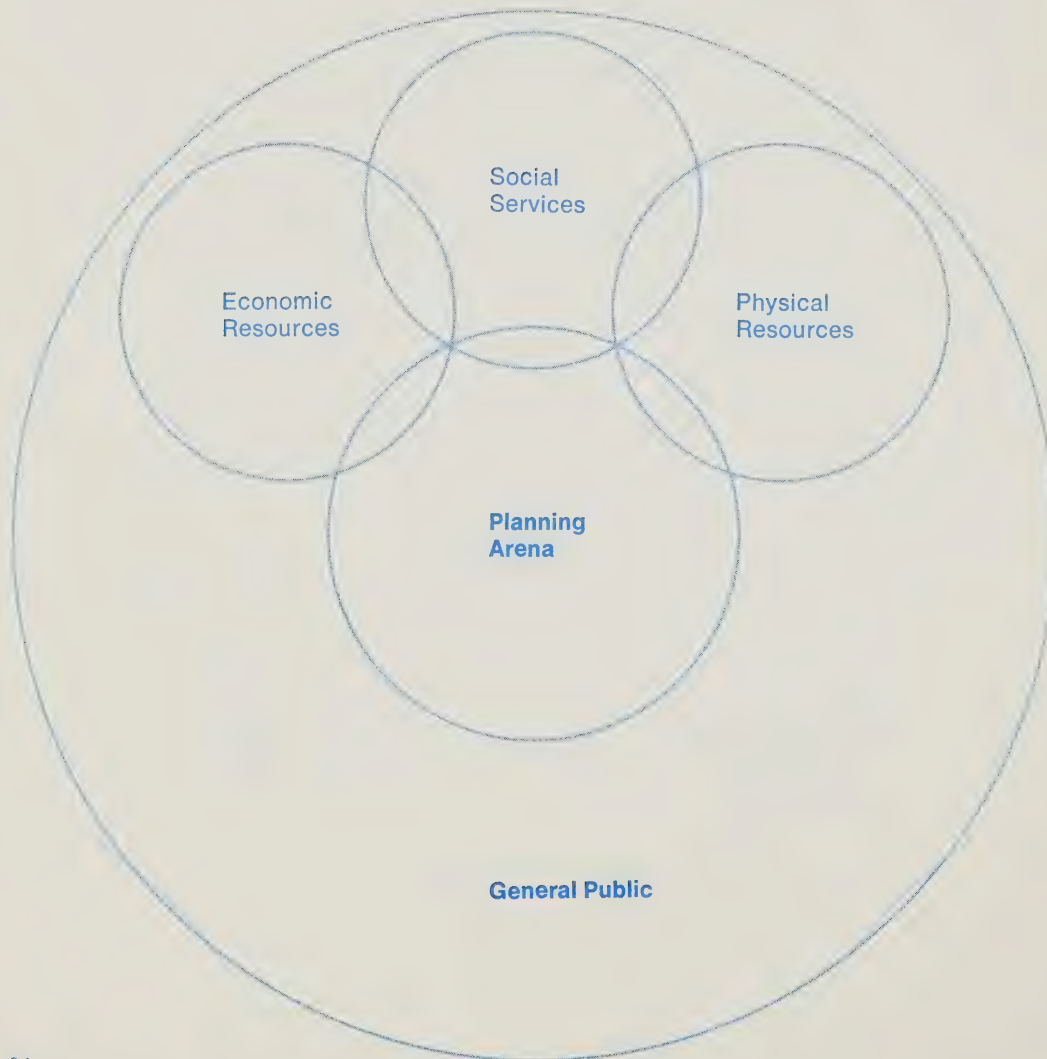


Chart 5: "Quality of Life" Planning





### **(a) Organizational Problems**

There are organizational problems which confront any group doing social planning. The problems will be greater in more ambitious undertakings which take a broader view of the scope of social planning, but they will still have the same elements.

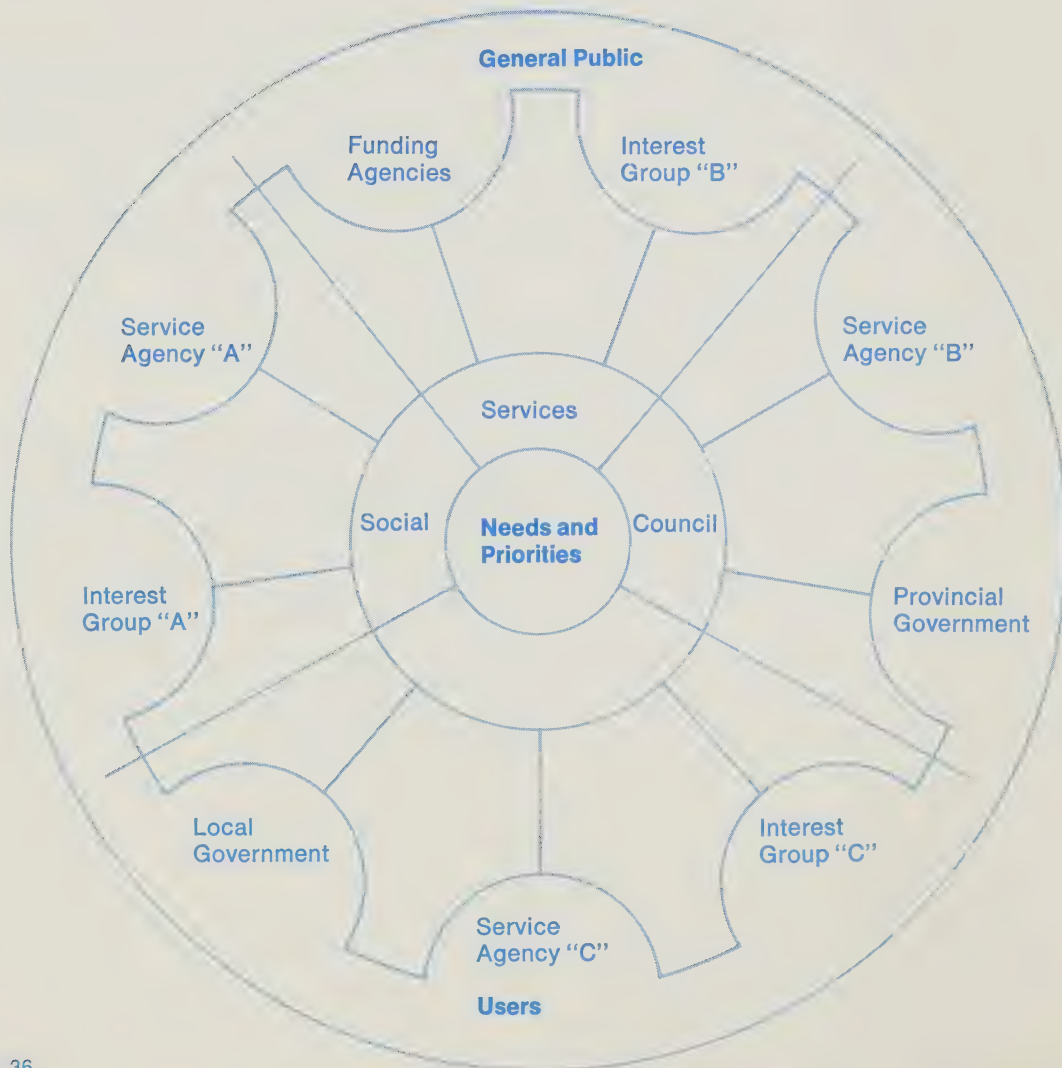
There are five main elements in the organizational problems which appear to affect any social planning enterprise:

- (i) Membership
- (ii) Mandate
- (iii) Communication links
- (iv) Functions
- (v) Jurisdiction

These elements are now discussed in relation to “Planning for community social services” and “Health and community social services planning.” In order to make the discussion more meaningful, we have illustrated in Chart 6 a simplified model of a Social Service Organizational Structure. For purposes of example only, it takes a “partnership” form.

Within these examples there are alternative approaches to overcoming the difficulties associated with membership, mandate, communication links, functions, and jurisdiction.

**Chart 6: Model of a Social Services Organizational Structure (Partnership or Mixed Mandate Form)**



## (i) Membership

One organizational problem is selecting the members of a planning body. Should representatives of agencies and interest groups be accredited, appointed, or elected? Who does the accrediting, appointing or electing? If individual citizens-at-large are to have a part in planning, should they be appointed or elected, and by whom? If regional and municipal governments make appointments, should they be of elected officials or of professional staff? If the Provincial Government appoints Ministry representatives, should they be from district offices or from headquarters? If the Government does not select representatives from Ministry staff, what criteria would be used for appointments?

Along with the twin questions of “who” and “how” comes the third question of the adequacy of representation. How can there be fair representation of agencies on social planning bodies today? Agencies vary greatly in comprehensiveness and size, from the “one-person—four-figure budget operation” to the “multi-division—million-dollar operation.” Opinion has been expressed that equal treatment of unequals is not just.

If agencies are awarded multiple representation (or votes) on the basis of importance, who will judge that “importance” and by what criteria? Most interviewees turned away from this last question, finding it too difficult to discuss. Those who did express an opinion were inclined to accept the “one agency, one vote” concept, perhaps because of its apparent but superficial resemblance to the accepted concept of “one citizen, one vote.” Almost all concerned recognized that there are practical problems in finding a way

to organize a planning body, so that it can be truly representative of a community and yet not be so unwieldy as to be unworkable.

People can join a planning body in one of three ways:

- By appointment
- By election
- By self-involvement

If they are to be appointed, there are only three authorities who can appoint them in Ontario: the Provincial Government, the respective municipal government, or the participating voluntary organizations and interest groups.

If they are to be elected, again there are only three authorities who can elect them:

- The general electorate
- An assembly or electoral college of agencies
- The membership of a participating formal association

In effect, membership has only five pure forms:

- Appointed by the Province
- Appointed by the municipality
- Appointed by agencies
- Elected by an assembly of agencies
- Elected by all citizens

These five pure forms, however, can be combined to produce mixed forms of planning bodies.

The composition of a planning body is its most important characteristic. The body derives its authority from whomever it represents. Each community will have to analyze these models carefully before making a choice and, in particular, deal with the representation element in terms of authority, capability, objectivity, and diversity.



## **(ii) Mandate**

There are proponents of the view that the Provincial Government should take the lead in forming planning bodies. The right to appoint members of such a planning body could be reserved for a Minister or the Lieutenant-Governor-in-Council. There could be limits on such power when the right to nominate is assigned to other bodies, as in the social service and other centre boards under The Health Services and Social Services Act of 1971 (Chapter 48, originally Bill 65) in the Province of Quebec. Another type of constraint on Provincial power could be direct election of some members.

An example of the operation of both types of constraints is the two-tiered resource board system in British Columbia. The Minister appoints only three members, without restriction. Others are nominated by the Municipal Council; by the Park, School, Health, and United Community Service Boards; and still others are indirectly elected after first being directly elected to a lower tier of local resource boards.

In the mixed mandate type of structure (illustrated in Chart 6), both the Provincial Government and one or more local governments would have the right to appoint some members to the planning group. There are examples of mixed mandate planning bodies in Nova Scotia. The one most specific to social planning is the Regional Social Planning Council of Halifax-Dartmouth. It has provincial, municipal, and United Way members, and we understand that there are intentions to add consumer representatives.

In a variation of this pattern, there can be the election of some members. The recent Sudbury Planning

Model proposed a "human development assembly," which would function as an electoral college, with accredited delegates from professional, service delivery, consumer, educational, and municipal bodies. The assembly would then elect councils with planning responsibilities.

Although the mixed mandate type of structure is often proposed, it is not clearly articulated and there is no well-established or fully operational example in existence. The examples given have either been short-lived, operated at a token level, or never implemented. There is an implicit element of autonomy in such a planning body, an element which has some attraction. The planning body proposed for Sudbury may report first to a municipal government on one occasion and first to the Provincial Government on another matter. Reporting relationships are not clear in these mixed types, and the problems have not been worked out.

The third type of mandate is that of local government control. In this type, the planning body reports to one or more regional or municipal councils, which have a final say in whatever the planning body does. The proposals of municipal officials in both the Niagara and Waterloo regions are of this type.

As with Provincial Government leadership, there may be limits on such local government power by delegating to other organizations the right to nominate some of the members. It should be noted that there can still be local government control, even when the Province is the source of the greater part of the funds. This, in fact, does occur in Alberta, in relation to the community boards which are proposed under the Community, Health and Social Services Centre Act.

### (iii) Communication links

The third element to be considered is that of communication links. Who should a planning body consult, advice, report to, and join with, in terms of mutual or overlapping interests? At the lower end of the organizational hierarchy (as depicted in Chart 6), with whom and in what manner should agencies and interest groups establish relationships? From a practical standpoint, it seems apparent that there should be good working relationships between each group throughout the planning body. The sense of partnership, starting at this level, could permeate the whole organization and, hopefully, lead to a more objective analysis of needs and priorities.

Links refer to those connections the unit of planning has with higher- or lower-level units of planning. For example, if social planning takes place on the local level, however that may be defined, how does the locality link up with other localities for various purposes (e.g., information and resource sharing, consultation)? Further, some social planning issues which do not fit well with a local unit of planning may be better suited to inter-locality planning.

There are, of course, both formal and informal communication links. The formal links become more important as the horizons of social planning broaden.

### (iv) Functions

Deciding upon the composition of a planning body probably cannot be separated from determining the functions of that planning body. These functions will vary according to the body's objectives, which are related to its location on the continuum of social planning. There are, however, some common main issues:

- Should a planning body make recommendations regarding the allocation of funds from money-giving agencies to money-seeking agencies?
- Should a planning body only make recommendations regarding proposed new services? Or should it examine, evaluate, and make recommendations regarding existing services also?
- Should a planning body pursue social action and implementation?
- Should a planning body have an ombuds-person function?
- Should a planning body be involved in advocacy and social animation?
- Should a planning body publish its recommendations, or should it report privately? To whom should it report?

In practical terms some of the complexities are apparent in major efforts to develop more comprehensive planning bodies in four communities. There have been recent efforts to develop integrated health and social service councils in Sudbury and Waterloo.

In Halton and Niagara there have been extended attempts to establish the human resources type of council. The models proposed have yet to gain general acceptance in these communities and further study is continuing within each of them. These experiences illustrate the care and involvement which are needed in order to produce a viable social planning group, effectively blending “composition” and “function”.

#### **(v) Jurisdiction**

Representation within the social planning organization will inevitably involve the question of jurisdictional boundaries. What geographic or jurisdictional area should the planning body cover? Examples of such areas include neighbourhoods, wards, municipalities, communities, regions, and electoral boundaries.

The community must struggle with the problem that social service agencies all cover different areas. There are few parallel boundaries, although these would be extremely desirable for many purposes.

## **2. Resources Support Problems**

In Section II we stressed that those groups currently involved in social planning should consider as essential adequate resources and support for their social planning efforts and that the lack of these would seriously inhibit their effectiveness. We discussed in detail the major resources of information, research, funding, and people, and the problems surrounding them. It now remains to examine various approaches to solving these problems or, at least, to reducing their severity over a period of time.

#### **(a) Information**

Our previous analysis indicated that in order for effective social planning to become a reality, reliable information concerning the current state of social conditions and needs must be more readily available. To date, social planning has suffered from a serious lack of reliable statistics. Even worse, such data collection as has been undertaken often has been carried out in an isolation marked by a sense of proprietorship, with little opportunity for a free exchange of information or ideas among people sharing similar interests or for adding systematically to the stock of reliable and valid knowledge.

The Ontario Committee on Government Productivity (Report 10, p. 15) makes an important point in this connection by stating:

*Group decisions often depend upon the quality of information on which they are based. It becomes imperative as conditions change to have information which is both timely and relevant.*

Decision-making is what planning is all about and information is a key to decision-making.



The effective co-ordination of social information is a huge task. There are almost 250 municipal units for social assistance in Ontario, each of which would have to be consulted if total co-ordination were to be effected. Consultation with the Federal government would be an easier matter, provided either Statistics Canada or the Department of State for Urban Affairs were to co-ordinate the needs of all Federal departments and agencies. Still, the number of jurisdictions is so large as to present formidable problems of co-ordination.

At the moment, roughly two dozen of the largest regions and municipalities, representing about 40 percent of Ontario's population, have some computer capacity of their own. A few others have entered into time-sharing arrangements with universities or private concerns. Most smaller governments, however, either use automated book-keeping machines or assemble social data manually. The result is a hodge-podge of equipment, the members of which are not capable of interacting with one another in any meaningful way.

The possibility that hardware standardization can be achieved during the next few years is extremely remote. At the very best, the Provincial Government might be able to establish some regional computer terminals which would be hooked into a large-frame computer in Toronto. Even this expedient would not resolve the problem, since many local governments undoubtedly would wish to continue to use their existing facilities, which represent a considerable financial investment.

It appears certain that in the foreseeable future the feed-forward of social data from the regions and municipalities will continue to involve the Provincial

Government in the tremendous task of aggregating data which arrive in a variety of forms (e.g., tapes, cards, hard copy).

While the list of problems seems long, there are substantial new developments which give hope for accelerated progress in the future. Management Information Systems staff within the Ministry have been working for some time with 10 major municipalities which have large-scale computers and with approximately another 15 municipalities which have small automatic data processing machines. The thrust here is to ensure that data on income maintenance, which are being collected and stored by these municipalities, will be compatible and able to be added together.

Progress is being made in other areas, but it must be accelerated. An interesting example of this progress is in the approach by three family service agencies in Ottawa, Toronto, and Hamilton (sponsored by the Ministry of Community and Social Services) which has been taken over the past two years to develop a common information base. When fully operative in a few months, this information base will enable these three agencies to measure and compare several aspects of their programmes. Hopefully, this information base can eventually be adopted by all other family service agencies in the Province. The Children's Aid Societies, in partnership with the Ministry, are in the process of developing a similar system.

Other Ministries within the Government are making similar progress. Within the last two or three years there has been increasing co-operation between Ministries in order to obtain maximum utilization of data. However, there is still a long way to go. In order to hasten this progress, it is suggested that emphasis

be placed on this task within the various Cabinet Policy Field Committees, so that the Ministries within those policy fields will accelerate their efforts towards achieving a common data bank. Sharing of data between the Provincial Government and the regional and municipal governments could be explored in the Provincial/Municipal Liaison Committee.

In the private sector, the problems are many and are as difficult, but they differ from those encountered at the senior levels of government. In order to achieve co-operation in the private sector, all involved must recognize that the interest in establishing data banks is directed towards the analysis and distribution of social profiles and trends. It is not directed toward invading the privacy of the individual, a right which must be protected at all costs. Difficult as this may be, considerably greater progress could be made towards producing and utilizing data if the use of functional budgeting by Ontario's private sector agencies were to be expanded.

Significant benefits can accrue from functional budgeting. Agencies can develop an increased awareness of monies being spent in various service functions; this awareness can, in turn, lead to improved programme evaluation. The relative efficiency and effectiveness of programmes can be measured by comparing them with programmes of other

agencies engaged in like fields across the Province and Canada. The system can also provide an effective yardstick by which funding agencies can allocate their scarce resources.

There appears to be no doubt that there must be a Province-wide thrust, directed toward the implementation of a functional budgeting programme within all agencies.

*A Province-wide system (of data collection) would be of value only if information were well-defined and organized functionally (e.g., counselling would have to mean the same thing right across the Province).*

*(London District Comment)*

A study of this approach in Vancouver has convinced us of the major benefits which can accrue from the implementation of functional budgeting.

In their consideration of local social planning partnerships, communities are urged not to overlook the importance of this system as an information source and as a support to their decision-making.

## **(b) Research**

Research is one of the necessary supports of planned social change. In the context of social planning we have identified "research" as systematic and reliable fact-finding, with verifiable and communicable results. Research in this context is an organized, scientific search for answers to questions regarding the social issues of our time. It is a means of verifying that the right questions are being asked.

Beneath its technological facade of statistics and special words, research is parsimonious in several ways. It can reduce social problems to their most basic terms, abstracting main trends from a chaotic jumble of events. It can free planning from repeating the mistakes of the past. And it can build on the best of the past and on future expectations to project new solutions to social problems.

Recognition of the need for co-ordination in research draws attention to current and potential links between the various sectors involved in social planning research (Provincial, municipal, library, university, private agency, and interest group). We have a choice between accepting as beyond repair, the present situation of relatively unco-ordinated research or identifying existing links and co-ordinating mechanisms which might prove suitable for expansion. We suggest that a positive approach should be taken by focussing on new developments which could be enlarged and extended.

Universities and the centres and institutes associated with them are traditional centres of research. Although their standards of excellence may be high, their research currently has little direct application

to the needs of social planning. With time, with the establishment of planning objectives, and with funding, it may be possible to bring more university research to bear on planning concerns.

An important point about university research is the need of researchers to find out what their colleagues have already investigated or are in the process of studying. At the national level, the Social Science Research Council helps co-ordinate university research and provide links to other sectors. A far-reaching revolution is taking place in the library field. The automation of catalogues is well-advanced, with the National Library of Canada as the central depository for all Canadian publications. Its automated catalogue provides current awareness service and retrospective literature searches. Unfortunately, the system is little-used by people engaged in social planning, perhaps because few know of its existence and because they are unfamiliar with computer technology and language. The Institute for Behavioural Research at York University has a social science information system which gives summaries of research as well as references. It is not as comprehensive as that operated by the National Library of Canada. Automated storage and retrieval of complete texts is in operation in the Quic Law Information System, which was developed at Queen's University and is now located in Ottawa.



In the field of urban research at the national level, the Canadian Council for Urban and Regional Research has an automated indexing system, which produces a comprehensive bibliography with annotations. A useful and distinctive feature of this system is the geographic index which lists research by specific locality. The Council is not a depository, but all the listed items are available through the National Library. Other services of the Council include project support, seminars, and news bulletins on research. At the Provincial level is the Bureau of Municipal Research. This is a 60-year old, independent, voluntary association of lay and professional people from the public and private sectors. It serves to co-ordinate research in several ways.

The above comments give some idea of what is now available and what will soon be available on a larger scale to the readers of research literature, people who need more efficient ways of finding what they want. The examples of communication links for university, library, and urban research refer to both the national and local levels, but not to a Provincial level of co-ordination.

In the field of leisure research, however, there is an important example of initiative in co-ordination at the Provincial level. The Ontario Research Council on Leisure (O.R.C.O.L.), formed in 1971 to promote and co-ordinate leisure and recreation research, is funded by the Ontario Government. Its function is advisory and its members are drawn from the several levels of government, universities, and voluntary agencies. O.R.C.O.L. is an outstanding example of Provincial initiative in the field of leisure research, involving both public and private sectors and with a perspective which goes well beyond that of older research councils.

The recent developments in university, library, urban, and Provincial Government research activities represent some progress. They have facilitated a faster and more comprehensive retrieval of past research in order to use the findings as a tool for more effective social planning. Other problems, however, remain:

- (i) social data and statistics
- (ii) advice and consultation
- (iii) demonstration and development projects
- (iv) automated library access
- (v) research priorities

In Chart seven we have identified the areas in which improvements need to be made; the needs of social planning bodies in relationship to those areas; the linkage functions which are necessary to meet those

needs; and, finally, the research, knowledge, and expertise which are required in these areas. In Chart eight we suggest some realistic objectives which could be established for the short, mid, and long term.

It is suggested that the proliferation of advisory bodies at local and intermediate levels is not a viable way of achieving these objectives and bringing research support to social planning bodies. However, at the Provincial level, the creation of one or two research councils warrants consideration. The Ontario Research Council on Leisure effectively advises on the relevance and quality of research. One or more councils similar to this could bring coherence in a like manner to, for example, child and family research or the rehabilitation and care of the aged and disabled. There are choices between one general council and several parallel councils, specializing in different domains or fields of interest. Multi-fold alternatives could permit variations in organizations and auspices from one to another.

In the preceding discussion on information, suggestions were made that the various Cabinet Policy Field Committees could emphasize increased co-operation between their own Ministries in such areas as data collection. This approach could also be extended to research, so that there would be even more efficient and effective utilization of the funds being spent in this area. There are currently many examples of co-operation on research studies between the Ministries of Community and Social Services and of Health. It may well be that these and other partnerships could be broadened and enhanced. The Provincial/Municipal Liaison Committee could be an extremely useful vehicle for promoting and facilitating co-operation and collaboration between the Provincial and local governments in **research efforts, as well as in the information systems area.** Liaison at the local level should be established between the public and private sectors. Dialogue on research needs, priorities, advice, and consultation could be most fruitful.

**Chart 7: Research Needs and Capacities**

<b>Improvements</b>	<b>Social Planning Needs</b>	<b>Linkage Functions</b>	<b>Research Knowledge and Expertise</b>
Social data and statistics	To estimate needs and resources by using data and information from the census, surveys, programme records, etc.	To help social planning interest groups to formulate requests; to know the kinds of information available; and to be able to prepare requests for submission to data banks and information systems	To design and develop data banks and information systems; to develop expertise in servicing requests for data and information; to develop statistics and data resource centers
Advice and consultation	To use advice and consultation when need for research is perceived; to clarify the problem or need for research	To provide advice and consultation by staff who have access to research information and are able to make referrals to research experts	To provide staff development and training; and to be responsible for advice and consultation at the linkage level
Demonstration and development projects	To experiment in implementing plans and relating innovations to planning objectives	To guide planning interests in applying for funds	To design projects and evaluation; to prepare calls for proposals
Programme evaluation	To review the benefits and costs of established programs; and to estimate future requirements	To call for proposals and contract research for independent evaluations; to identify programme objectives	To design and develop evaluative research methods
Automated library access	To articulate community needs and explore alternative solutions, using knowledge from parallel experience in the past and in other jurisdictions	To translate expressions of need into machine-readable requests for retrospective searches of the literature on research	To develop automated catalogues for searching research literature and systems for retrieval of textual data
Social reports	To assimilate digests of social profile and trend reporting	To distribute periodic social reports and to help interpret such information	To design and prepare social reports, such as state-of-the-region reports and social trend analyses, which anticipate a broad band of planning needs
Research council	To set priorities; in particular to assess relevance	To assemble and communicate opinions and expressions of preferences and information needs	To ascertain relevance and quality of proposed research by means of research council(s)



**Chart 8: Objectives for Social Planning Research**

<b>Improvements</b>	<b>Short-term</b>	<b>Mid-term</b>	<b>Long-term</b>
Social data and statistics	Inventory available data sources	Develop social statistics service centers	Design surveys and link data banks
Advice and consultation	Develop staff who are in positions where they offer advice	Organize referral network	Encourage and develop college courses to equip new careerists for a role in social planning
Library access	Promote awareness of available automated services	Develop and hook up with computer terminals for direct access to reference catalogues	Develop automated access to full textual data
Demonstration and development projects	Increase funding and liaison between social planning and sources of project funds	Promote liaison and co-ordination among the funding bodies	Apply priorities and distributive criteria
Programme evaluation	Initiate one-time evaluations of representative programmes in each field of service	Develop systematic ongoing evaluation	Develop compatible goals and objectives with performance criteria
Social reports	Distribute existing documents	Design social reports for planning uses	Use original data (e.g., surveys), collected primarily for social reporting
Research council	Advise re relevance and quality of research proposals	Review research programmes and initiate calls for proposals	Develop priorities and distributive criteria

### **(c) Funding**

The problems, concerns, and issues surrounding funding support for social planning have been discussed. Before reviewing possible alternative funding arrangements, we should perhaps review how these arrangements currently operate.

Some social planning at the municipal level is cost-shared under the Canada Assistance Plan. Municipal social service departments can have social planning as an “adjunct or a component part of the provision of financial assistance or welfare services.” This is sharable under the Canada Assistance Plan (e.g., social planning in Halifax). Some municipal departments have hired social planners. Others have purchased social planning services from commercial or non-profit bodies, such as voluntary councils. Half of these costs are shared under the provisions of the General Welfare Assistance Act. Municipal planning departments have a broad mandate to do social planning under Section 12 of the Planning Act. Cost-sharing is not necessarily involved, particularly with the extension of unconditional or block funding support from the Province. However, social planning in the context of Neighbourhood Improvements Projects can qualify for tri-level cost-sharing under the recent amendments to the National Housing Act.

In the voluntary sector, some United Ways have planning departments, but in some communities there are independent social planning councils. These voluntary councils do much of the planning for the United Ways and also receive funds from

them. Only a few of the voluntary councils are not mainly dependent on United Way funding. Two councils receive their entire core budgets from municipal councils. Others would like to move away from total reliance on United Way funding.

Some planning councils desire diversification of funding sources, so that they are not too dependent on any one source and can ensure their independence. The tendency for local councils to seek increased support from local government, however, may run into difficulty where new regional governments serve wider areas than the existing voluntary councils.

Some of the newer voluntary councils do not have established sources of funds. Examples of groups with no regular sources of support are the Committee for Co-ordination of Regional Community Services (C.C.R.C.S.) in Niagara and the Community Services Action Committee (C.O.M.S.A.C.) in Timmins.

The local voluntary councils are mainly affiliated with the Ontario Welfare Council (O.W.C.), from which they receive some central support. In particular, one professional staff person is assigned full-time to assisting the local councils. Co-ordination is provided through conferences and publications. The Ontario Welfare Council is aided in this and its other programmes by a grant from the Ministry of Community and Social Services which accounts for a major portion of its budget.

Just as communities vary in their opinions on the scope of social planning desired, so also do they vary their views on how much financial or staff support is needed for the process.

It is apparent that questions about funding and other ways and means should be considered after the issues of purpose and commitment to social planning have been resolved. The discussion arising out of this Working Paper should increase agreement on the nature of social planning and how it should be carried out in a community. As a result, there may emerge stronger community support for the planning process and some consensus as to how and among whom the funding responsibility is to be shared.

Funding is available through municipalities, voluntary-fund raising bodies and private foundations. With a rationalization of the planning process and with a concerted and co-operative focus in the community, this support may well increase.

The Provincial Government is currently financially assisting social planning studies being carried out in the Waterloo Region and Sudbury. It may be advantageous to extend these studies, on a demonstration project basis, to other communities, each study taking a different approach.

## Summary

We have examined and commented on those problems which appear to be common along any pathway to social planning.

In terms of the organizational complexities of social planning bodies, there are difficulties which surround the resolution of:

- Membership
- Mandate
- Communication linkages
- Functions, and
- Jurisdiction

But these problems are capable of being resolved in a community, given an environment of desire and dedication, and spirit of partnership, and selfless interest.

The problems surrounding resource support:

- Information
- Research
- Funding

are longer term in nature, but can be resolved much more quickly when a social planning organization exists and is functioning effectively in a community.





What Now?



## IV. What Now?

Public participation can improve the quality of decisions made by public authorities and give personal satisfaction to those affected by the decisions. However, there can be full participation only when the public can take an active part in all stages of the process.

Planning, of course, is a prime example of the need for public participation, since it affects everyone. People should be able to say what kind of world they want and how it should be developed. And they should be able to do so in a way which is positive and first-hand. All of us need to know that we can influence the shape and style of the community in which we live, work, learn, and relax, so that the community may reflect our best aspirations.

Social planning is for people and about people, and it has to be done by people . . . all of us, not just a few of us. We are now at a stage where no organization in the community or the Province can plan alone. Vested interests must be submerged in order that we may constantly consider how we affect one another. The determination of needs must “bubble up” from the individual through community organizations to the local and senior legislative bodies of the Province.

This Paper provides an opportunity for such participation. We have identified concerns and issues surrounding social planning and have suggested some

ways by which these problems might be eliminated or alleviated. We now seek your views, suggestions, and **reactions on all these matters, and in particular those problems surrounding the scope of planning, membership, mandate, function, and resources.**

Throughout the Working Paper we have stressed that that focal point for social planning is people in all the communities of the Province. Consistent with this view, the Ministry of Community and Social Services believes that discussion on this Paper should involve all who wish to participate.

District Directors are mailing copies to individuals and organizations within their areas. Anyone who has not received their own copy may obtain one by telephoning or writing the nearest District Office.

Each District Director is formulating his own response plan which will meet the needs of the individuals and organizations in his district. These will include open seminars, forums for discussion, communication channels, receiving briefs, and meetings with individuals, groups and organizations. An outline of this plan will be provided on request.



Similarly, it is hoped each community will organize its response whether this be through the medium of local government, planning bodies or agencies, etc., in order that the maximum dialogue and discussion may take place.

At the Provincial level, the Ministry will be anxious to respond to briefs and requests for meetings and discussions with Provincial organizations and associations. Should you wish to send briefs, submissions or requests for discussion, we suggest these be addressed as follows:

*"Pathways to Social Planning"*  
*Ministry of Community and Social Services*  
*Queen's Park*  
*Toronto, Ontario*  
*M7A 1E9*

Because of the importance of social planning, the Ministry has initiated this extensive and exacting discussion process so that all those who wish to comment may do so. When these views have been received and analyzed, the intention is to prepare a proposal for the future Provincial role in this social planning partnership.

Similarly, every community must develop its own approach to carrying out social planning and its own proposal as to how the partnership should operate in its area. The major responsibility for this must be with the community itself. As the structure and process become formulated, it will then be possible to undertake the partnership which is so vital to the continued healthy development of this Province.

To further assist you in responding to this Working Paper and, particularly, to provide more information to those who may have a specific technical interest related to some topics in the area, a Source Book has been developed. This book contains abstracts of working documents and the full texts of several papers on such subjects as the History of Social Planning, Information and Systems, Research, and Municipal Planning. The Source Book may be obtained for a nominal charge from the Ontario Government Bookstore at 880 Bay Street, Queen's Park, Toronto M7A 1E9. Bulk orders for the Working Paper should be directed to the Bookstore with remittance of 50¢ per copy. We look forward to meeting with you or hearing from you.

### 1. Model

A standard or example for imitation or comparison.

### 2. Structure

A complex system considered from the point of view of the whole rather than of any single part: the structure of modern science. Anything composed of parts arranged together in some way; an organization.

### 3. Process

A continuous action, operation, or series of changes taking place in a definite manner. The action of going forward or on. The condition of being carried on.

Process applies to something which goes on or takes place. A PROCESS is a series of progressive and inter-dependent steps by which an end is attained.

### 4. Social Service Agency

Unless otherwise specifically stated, "agency" is used throughout as being any non-government organization in the social services field. The Children's Aid Society and the Family Service Agency are "agencies".

### 5. Funding Agency

An organization in the private sector which supports Service Agencies with funds. The United Way and philanthropic foundations are "funding agencies".

### 6. Interest Group

Associations that may take an interest in Social Services but are not social service agencies. Local associations of social workers, professional associations, labour unions, and chambers of commerce are examples of interest groups.





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